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Chairperson: Mr. Al-Nasser ..... (Qatar)

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The meeting was called to order at 10.15 a.m.

Agenda item 33: Comprehensive review of the whole question of peacekeeping operations in all their aspects (*continued*) (A/64/359-S/2009/470 and A/64/494)

1. **Mr. Simonds** (Canada), speaking on behalf of Australia, Canada and New Zealand (CANZ), said that peacekeeping forces were being put to the test as conflict situations increasingly presented multidimensional challenges and asymmetric threats — as evidenced by the recent reprehensible attacks on forces deployed in West Darfur and Somalia. Important strides, however, had been made in planning and managing peacekeeping operations to keep pace with the changing realities on the ground.

2. The CANZ Group of countries was encouraged by the unofficial study produced by the Department of Peacekeeping Operations and the Department of Field Services, "A New Partnership Agenda: Charting a New Horizon for United Nations Peacekeeping". Its underlying principles and its recommendations merited discussion, and its fundamental premise — partnership among the varied bodies involved in peacekeeping — was welcome. Unity of purpose, essential to the success of any peacekeeping operation, was achieved through enhanced partnerships between the Security Council, the Secretariat and Member States, and between the United Nations and regional organizations, entailing frequent briefings of Member States, particularly troop- and police-contributing countries, on missions and their mandates, and regular consultation during the life cycle of a mission.

3. Mission mandates must be clear and achievable from the outset, should be confirmed before renewal, and should include benchmarks for evaluating progress. Missions must also be adequately and realistically resourced before deployment. The New Partnership Agenda study noted three critical issues where common understanding did not exist: robust peacekeeping; protection of civilians; and peacebuilding. A robust approach to peacekeeping in post-conflict situations when state institutions were still being developed required the peacekeepers to have the means — beyond their traditional tasks — to prevent militants from undermining progress. Both mandates and force constructs had to be designed to optimize flexibility, responsiveness and mobility. Member States needed to come to a shared understanding of the tasks that peacekeepers might be expected to perform and the implications of robust peacekeeping for operational requirements. Modern technologies had to be exploited fully to provide force commanders with timely and accurate information, and the forces required military equipment that gave them the necessary mobility to address threats, often over extremes of terrain and distance. The Secretariat's recommendations regarding the use of military utility helicopters in peacekeeping missions would be of interest.

4. The protection of civilians remained one of the least understood concepts for peacekeepers to implement on the ground. Mission personnel were not receiving appropriate guidance, and the resources needed for the task throughout the life cycle of mission were not being properly assessed, putting at risk both peacekeepers and civilians. The Department of Peacekeeping Operations should develop, in consultation with the wider membership of the Organization, the operational guidelines and training standards for protection mandates. The forthcoming independently commissioned study by the Department of Peacekeeping Operations and the Office for the Coordination of Humanitarian Affairs regarding protection of civilians would provide a much needed body of evidence; and the Secretary-General's assessment, relying on lessons learned in the field, of the adequacy of the resources, training, and operational concepts for protection mandates would also be useful.

5. Peacekeeping operations could not be seen as a substitute for diplomacy or political solutions to conflicts. In any post-conflict period, peacebuilding was needed to sustain the secure environment established by peacekeeping. It was encouraging that greater coordination both within the Secretariat and at the country level was making it possible to integrate political, security and development efforts in post-conflict situations. The Peacebuilding Commission had also achieved good results in consolidating recovery, rehabilitation and development in the countries on its agenda. Early involvement of its Peacebuilding Support Office in the strategic planning of stabilization tasks was critical; as were indicators and benchmarks of progress that would help shape a policy clarifying when and how a peacekeeping mission evolved into a peacebuilding mission, and when the proper pace of development had been reached.

6. As the demand for peacekeeping operations had grown, regional organizations had demonstrated their importance in managing and providing further support for such operations, an example being the work of the

African Union in Somalia. The United Nations must support such organizations by taking the lead and providing the guidance needed to ensure common standards and procedures. The Secretariat should coordinate more with the police-contributing countries at all stages of peacekeeping operations, because of the growing role of the police in missions. The formed police units should continue to be reinforced, and police operations should be standardized as to policies, doctrine, guidelines, recruiting, evaluation criteria and predeployment training. Mission planners had to ensure that each operation was given the kind of police experts it needed in line with the threats faced — whether in the field of counter-narcotics, organized crime, or logistics — and apply the lessons learned from other missions. The direction and core themes of the field support strategy for peacekeeping operations being developed by the Department of Field Support were encouraging and the CANZ delegations looked forward to the comprehensive strategy due by the end of the year. The discussions on strategy must keep pace with the discussions on the new partnership agenda.

7. The institutional capacity of the Secretariat to effectively manage and sustain peacekeeping operations was becoming stronger. The Secretary-General's forthcoming report on the strengthening of the Office of Military Affairs should articulate the strategic and operational benefits accrued to date and the expected results, while establishing clear objectives and linking them to defined benchmarks so that Member States could evaluate progress and assess deficiencies. It would be interesting to see how the Secretariat planned to manage surge and standby capacity requirements, further develop the integrated mission planning process and improve the timeliness of staff recruitment and appointment.

8. The next step should be a full examination by Member States of both the unofficial New Partnership Agenda study and the field support strategy in order to achieve consensus on charting the new horizons embodied within them.

9. **Ms. Viotti** (Brazil) said that two key aspects of peacekeeping were inclusiveness and cooperation. Everyone must have a voice: host countries, troop- and police-contributing countries and even countries for which peacekeeping had been decisive. At the same time, coordinated action by all bodies responsible for peacekeeping — the Security Council, the Fifth Committee and the Special Committee on Peacekeeping Operations — was essential to ensure that missions functioned properly and fulfilled realistic expectations.

10. That approach would be particularly important as the United Nations initiated the broad reconsideration of peacekeeping that had become indispensable in view of the increase in peacekeeping operations and the sometimes unrealistic or ill-advised demands upon them. One vehicle for that collective rethinking was the commendable study done unofficially by the Secretariat on the new partnership agenda, soon to be followed by others on topics like the protection of civilians and robust peacekeeping. Its many ideas offered a basis for consultation and discussion.

11. The relationship between security and development was one issue that deserved attention. Both should advance together in a mutually supportive way. Thus far, tools such as quick-impact projects and humanitarian assistance or disaster relief had been used on an ad hoc basis. The Organization must now think strategically about the links between peacekeeping and peacebuilding, and adjust peacekeeping doctrines to a concept of peace that meant more than the absence of conflict and that fully recognized how socio-economic development helped to consolidate stability. Each mission would thus be guided, within its specific mandate, to devise the best tools.

12. There would be situations, especially immediately after a conflict had ended, where a peacekeeping force was the only actor on the ground with the capabilities required to perform certain peacebuilding tasks and fill critical gaps; or where, even if others could perform a given task, it was still advantageous to have the peacekeeping mission do it. Brazil was not suggesting that the Security Council should overstep its mandate and deal directly with development issues, or that peacekeepers should perform tasks to which they were not suited. The point was that the relationship between peacebuilding and peacekeeping must be incorporated into the current thinking and that a pragmatic approach was the best response. The United Nations Stabilization Mission in Haiti (MINUSTAH) was a case in point: it was successful precisely because of its many dimensions that integrated peacekeeping and peacebuilding, security and development.

13. **Mr. Cato** (Philippines), after paying tribute to the hundreds of men and women serving the United Nations in areas of conflict around the world, especially to those

who had lost their lives in the service of peace, said that it was the Organization's responsibility to ensure the safety, security and well-being of its peacekeepers and to properly supervise medical support staff in United Nations missions. In that regard, he drew attention to the case of a Filipino peacekeeper who had needlessly lost his life because of the negligence and incompetence of the United Nations medical staff.

14. As part of the ongoing reform of peacekeeping, the unofficial new partnership agenda study usefully outlined new challenges and proposed a new agenda for discussion. His delegation also endorsed the institutionalization of the consultation mechanisms between the Security Council, the Secretariat, the troop- and police-contributing countries and other stakeholders, especially at the time when new missions were established or the mandates of existing missions were changed. As a troop- and police-contributing country, the Philippines would want to be involved in all stages of a peacekeeping operation.

15. If a small country like his own could do it, certainly the larger and more affluent Member States could do more to share the peacekeeping burden and expand the base of troop- and police-contributing countries. The Secretariat had taken excellent steps to meet the needs of the contributing countries through bilateral and global capacity-building programmes, and to partner donors with new and emerging contributors. Training activities extended to contributing countries should be expanded, more women should participate in peacekeeping operations, and there should be an equitable distribution of peacekeeping positions in the Secretariat and in the field. Though a small country with limited resources, the Philippines had a proud tradition of strong participation in peacekeeping since the 1960s, most recently in the United Nations Disengagement Observer Force (UNDOF).

16. **Mr. Abdelaziz** (Egypt) observed that the debate on the Secretariat's prospective reform of peacekeeping operations and on its unofficial new partnership agenda study was an opportunity to promote cooperation, deal with the increasing demand for peacekeeping, address the gap between mission mandates and realistic goals within the available resources, and put forward a practical vision of United Nations peacekeeping.

17. Peacekeeping operations were in such high demand because of the inefficacy of United Nations preventive diplomacy and conflict prevention, and because the operations themselves had been transformed into conflict-management missions, creating an increasing dependence on them by the host countries as reinforcement for their own defence and security capabilities. The absence of a national alternative had led to a prolongation of peacekeeping operations, without clear prospects for an exit strategy.

18. The troop-contributing countries were becoming weary of shouldering the burden, some developing countries willing to contribute lacked the capacity, and major contributors to the peacekeeping budget were unwilling to go beyond financial support. Consequently, the United Nations was unable to respond promptly to all instances of need.

19. In the review of peacekeeping operations, certain considerations should be given priority: peacekeeping was only one tool for maintaining international peace and security, on a spectrum that ranged from preventive diplomacy, early warning, conflict resolution and peacebuilding to development support, in an individualized process based on national ownership; mandates must be clear and mission planning cohesive, especially in the case of protection of civilians, financial requirements, robust peacekeeping and the use of force; because peacekeeping was part of a political solution and not an alternative to it, an exit strategy must be set in each case and a parallel political process put in motion; confidence-building and partnership must continue to be fostered between all those involved — the Security Council, the troop-contributing countries and the Secretariat, as had been done in recent presidential statements by the Council and the summit conference convened at the initiative of the President of the United States in September 2009; the base of contributors to peacekeeping operations must be expanded, and more should be invested in developing the capabilities of interested States and strengthening the capacity of developing countries, as initially recommended in the 2000 report of the Panel of United Nations Peace Operations (the Brahimi report); the financial requirements for a peacekeeping operation had to be identified early and predictable financial resources provided while institutional links should be built between peacekeeping operations, their financial and political frameworks, peacebuilding and sustainable development efforts; there must be greater cooperation between the United Nations and regional organizations, especially the African Union, that were increasingly assuming responsibility for maintaining

international peace and security, to assist them to develop their own conflict-resolution capabilities in their regions and perform the peacekeeping tasks mandated by the Security Council; and, lastly, the Organization's rapid-deployment capability had to be improved in order to respond to emergencies, and the field support system had to strike a balance between speedy delivery of better mission support services, respect for the rules, and fiscal restraint through reliance on local suppliers and products.

20. Egypt had increased its contribution to peacekeeping operations and had joined the top 10 troop-contributing countries, especially in missions in Africa. Accordingly, it would participate actively in the review and development of peacekeeping operations.

21. **Mr. Kohona** (Sri Lanka) said that peacekeeping was a successful instance of multilateralism, which had managed to lay the foundation for sustainable peace and stability in many conflict-stricken regions of the world. The uniqueness and complexity of each mission underscored the importance of strict adherence to Charter principles such as sovereign equality, respect for territorial integrity and sovereignty, non-interference in domestic affairs, which were the basic pillars of United Nations multilateralism. The consent of the parties, especially the elected Governments, impartiality and neutrality also continued to be indispensable ground rules. The mobilization of political and financial support for a mission would largely depend on how those principles were put into practice and would determine the effectiveness and legitimacy of United Nations peacekeeping.

22. Clear and achievable mandates were of paramount importance when designing peacekeeping missions, and the setting of practical benchmarks would help to monitor them and adapt them to requirements on the ground. Missions should have exit strategies, contingency plans and adequate human and material resources. That required an integrated approach and advance planning at every stage.

23. Establishing closer links between troop-contributing countries, the Secretariat and the Security Council would improve the approach to peacekeeping. Recent directives of the Security Council aimed at enhancing its interaction with the troop-contributing countries were therefore welcome: there should be regular discussions that would help the Council make decisions on designing and extending peacekeeping mandates. Secretariat consultations with Member States and its reporting mechanisms were also of great importance. The effectiveness and transparency of such triangular cooperation was the key to effective peacekeeping.

24. The Organization must evaluate its own peacekeeping performance in order to effectively address emerging challenges. Robust peacekeeping, for instance, should not be taken to mean peace enforcement. Civilian protection mandates, where applicable, had to be carried out without prejudice to the primary responsibility of the host country to protect its own civilians. Sri Lanka supported the proposals in the unofficial new partnership agenda study and welcomed the Special Committee's decision to take up that issue.

25. Beginning with the first United Nations mission in Congo in 1960, Sri Lanka had been able to make a modest contribution of troops to United Nations peacekeeping. Its own success in defeating one of the most ruthless terrorist organizations and facilitating a large-scale humanitarian assistance operation had now prepared its military and police forces to increase their participation in peacekeeping by joining the United Nations Interim Force in Lebanon (UNIFIL) while still participating in MINUSTAH. Sri Lanka's experience with maritime terrorist operations would also prove valuable.

26. Certain areas needed improvement. There was a need for better coordination between the situation centres and the field, especially in emergencies, and for adequate and timely information-sharing with the troop-contributing countries. The United Nations website could also more widely publicize the positive contributions peacekeepers were making to their host communities. Delayed payment or reimbursement for the services rendered by the troop-contributing countries was a serious problem; moreover, the management of peacekeeping operations must be more representative of those actually contributing troops.

27. The credibility of any peacekeeping mission depended on the conduct and discipline of its troops, requiring a policy of zero tolerance for misconduct. Preliminary investigations by the Office of Internal Oversight Services must adhere both to United Nations standards and to national investigative procedures, thus enabling Member States to bring the offenders to justice. Sri Lanka had taken the strictest disciplinary measures where its own peacekeepers had been found to be in breach of the rules.

28. Sri Lanka expressed gratitude to the peacekeeping personnel who served in often complex and harsh environments and paid deep respect to those who had died for the cause of international peace and security.

29. **Mr. Hoang Chi Trung** (Viet Nam) said that with over 117,000 people serving in 17 peacekeeping operations across 5 continents, United Nations peacekeepers had taken on a wide range of complex mandates extending far beyond the traditional tasks and reflecting current political realities. The challenges they faced were unprecedented in scale, complexity and risk. The growing multidimensionality and complexity of protracted conflicts had caused an abrupt surge in the demand for peacekeeping in recent years and overstretched the Organization's capacity.

30. The evolution of peacekeeping operations had tested the political commitment of national stakeholders, the availability of international community support and the efficiency of coordination among the United Nations agencies. The intersection between peacekeeping and conflict prevention and resolution, preventive diplomacy, peacemaking and peacebuilding remained critical for a smooth transition by war-ravaged countries to lasting peace, security and development.

31. Peacekeeping missions should be established and deployed in strict accordance with Charter principles in the broad context, and with the basic principles of consent, non-use of force except in self-defence, and impartiality that had come to govern peacekeeping. His delegation strongly supported all efforts to improve peacekeeping operations, and the unofficial study the Secretariat had prepared provided a good basis for in-depth discussion of the matter. The Departments of Peacekeeping Operations and Field Support should be commended for the organizational reforms they had instituted, which included the development of a standing police capacity and a strengthened Police Division, Office of Rule of Law and Security Institutions and Office of Military Affairs. It was crucial, in carrying out such reforms, to preserve unity of command in peacekeeping missions at all levels, as well as policy and strategy coherence. The establishment of a mission required political support, a political strategy and the means to fulfil its mandate; and once an operation was deployed, sustained political and financial backing from Member States was essential. Peacekeeping operations would succeed only if they were given achievable, clear mandates and adequate resources.

32. His delegation shared the concern over the growing threats to the security and safety of United Nations peacekeepers serving in difficult and often hostile environments. It condemned all violence targeting them, and called for measures to give them greater protection.

33. **Mr. Kyslytsya** (Ukraine) said that the unofficial New Partnership Agenda study was the most impressive contribution to discussions on reform of United Nations peacekeeping since the Brahimi Report, and a timely invitation to a comprehensive dialogue. It ought to set new standards for matching rising demands, based on the philosophy that United Nations peacekeeping could be met only through a global partnership of all actors involved, especially the tripartite interaction of the Security Council, the Secretariat and troop-contributing countries, in which, regrettably, the last named were still a missing angle in the triangle. He hoped that the New Horizon process would help to redress that situation, as could concrete action on the study's recommendations 4, 7 and 9.

34. Ukraine was deeply concerned at the increasing threats to United Nations peacekeeping and humanitarian personnel, which ranged from targeted attacks on the African Union-United Nations Hybrid Operation in Darfur (UNAMID) and the United Nations Interim Administration Mission in Kosovo (UNMIK) to tragic accidents, most recently at MINUSTAH. In that connection, he expressed his condolences to the families of the Uruguayan and Jordanian peacekeepers who had recently lost their lives in Haiti, and the conviction that adequate safety and security of United Nations personnel must be the focus of any peacekeeping operation. He therefore strongly supported the study's recommendation to enhance information-gathering, analysis and security-risk assessment capacities, including drawing on information provided by troop-contributing countries.

35. What the unofficial study did not address was the troop-contributing countries' involvement in investigations of crimes against their personnel. Ukraine had recently proposed that the General Assembly should consider ways of expanding the mandate of the competent authorities of troop-contributing countries in investigating crimes against their nationals. He urged delegations to read as soon as possible further details of that initiative which would shortly be distributed. Another issue was the huge disparity between reimbursement rates for flight hours applied to Ukrainian

military helicopters and civilian helicopters contracted by the United Nations, which made it difficult for Ukraine to recruit experienced military pilots. He appealed to the Secretariat to redress that imbalance.

36. **Mr. Liu** Zhenmin (China) said that since the publication of the Brahimi Report in 2000 numerous attempts had been made to seek institutional and systemic reform of United Nations peacekeeping operations. However, the huge scale and complex mandates of those operations continued to exert great pressure on peacekeepers in discharging their duties and responsibilities. What was needed was a careful review of reform initiatives, as well as a model for the sustainability of peacekeeping operations. The Hammarskjöld principles — impartiality, consent of the country and non-use of force except in self-defence — were crucial to the consolidation of Member States' support. It was the basis not only of their trust, but also of further development of peacekeeping operations in the new circumstances. Clear, achievable mandates were a prerequisite for enhanced peacekeeping efficiency. Clearly identified priorities, full consideration of needs on the ground, and rational decisions based on actual resources were also essential.

37. Discussion of the sensitive issues of peace enforcement and civilian protection should be premised on the primary responsibility of the countries themselves and respect for their sovereignty; efforts should be made to ensure full consultations among Member States with a view to consensus. Further improvement of the quality and training of peacekeepers was also important. As the major troop contributors, the developing countries had made great sacrifices for peacekeeping and should be helped with their capacity-building.

38. More countries should take part in peacekeeping operations to make them a more widely shared undertaking, and reinforcement of accountability and regulation was required for the Secretariat's effective use of existing peacekeeping resources. Member States, which had an obligation to provide adequate resources for peacekeeping operations, had striven to maintain their support, in the face of the global financial crisis, which was why the Secretariat should make more use of those resources. In that connection, he welcomed the Secretariat's efforts at more efficient deployment of peacekeeping operations and would like them to be pursued. Discussions by Member States on reform and the comprehensive assessment of the work of the Peacebuilding Commission should take place in an integrated manner and should yield constructive proposals for a greater role for the Organization in peacebuilding and peacekeeping.

39. **Mr. Hosseini** (Islamic Republic of Iran) said that the United Nations was the most appropriate international body to respond effectively to situations demanding peacekeeping operations and should act in accordance with its Charter, especially the principles of sovereignty, territorial integrity, and non-intervention in matters essentially within the domestic jurisdiction of the Members and nations concerned.

40. Peacekeeping missions would bear fruit only if the root causes of conflicts were seriously addressed and operations designed in a manner that paved the way for the sustainable development of peoples trapped in a cycle of violent conflicts. Mere deployment of missions, without decisive steps to solve the societies' economic, social, cultural and political problems would be no more than prescription of a palliative for a serious illness. Unilateral acts committed outside the purview of the United Nations were not consistent with international law and the Charter of the United Nations and must not only be brought to an end, but prevented from ever recurring. Also, the Secretariat should pursue its efforts to establish closer interaction with all stakeholders.

41. Commending the steps taken in recent months to promote dialogue with troop- and police-contributing countries on various aspects of operations, he advocated meaningful dialogue between Member States and the Secretariat on the unofficial New Partnership Agenda study in order to obtain a more constructive and practical outlook on peacekeeping operations. The best forum would, of course, be the Special Committee on Peacekeeping Operations.

42. The contribution of regional arrangements as provided for under Chapter VIII of the Charter of the United Nations should neither replace the United Nations nor absolve it of its responsibility for maintaining international peace and security. In conclusion, he paid tribute to the United Nations peacekeepers who had lost their lives and urged the Secretariat to ensure that troop-contributing countries were properly represented in the Department of Field Support and the Department of Peacekeeping Operations at all levels.

43. **Mr. Kleib** (Indonesia) said that his country, a contributor to United Nations peacekeeping efforts

since 1956, had peacekeepers currently involved in six operations. The international community's support must befit the unprecedented challenges faced by the brave blue helmets as the complexity, demands and risks of their task increased.

44. The unique global partnership combining contributions from the United Nations system and the various regions should be transparently and firmly based on the basic Hammarskjöld principles, application of which required precise and achievable mandates and clearer priorities from the Security Council, and unambiguous priorities for peacekeepers' deployment. The Council should also develop an appropriate mandate in the event that critical factors on the ground deteriorated or civilian protection was threatened. In that connection, peacekeepers also needed practical guidelines on civilian protection, as well as the requisite human and material resources for fulfilling their mandate. Successful peacekeeping called for cooperation, early and meaningful consultation, and coherence among the Security Council, troop-contributing countries, the Secretariat and host Governments.

45. Another important aspect was regular training for available peacekeeping and civilian personnel, as was an adequately resourced and supported United Nations standby civilian capacity. A detailed policy — developed among Governments in consultation with troop-contributing countries and countries with experience of post-conflict transition — on human resources, operational and financial aspects of the civilian deployment capacity — was also required.

46. Commending the significant African Union contribution to peacekeeping and preventive diplomacy, he enjoined the Organization to increase its support to regional entities, which could contribute particular strengths to regional and international peacebuilding. The Association of Southeast Asian Nations (ASEAN), for instance, had significantly increased its personnel contribution in the previous four years. Well-coordinated assessment and planning among all relevant agencies was essential, as was seamless transition from peacekeeping to post-conflict peacebuilding, for only if there was peace to be kept could peacekeepers do their job, and that called for a robust political process in which all parties had stakes and confidence, so as not to endanger the lives of the blue helmets and tarnish the image of the United Nations.

47. **Mr. Tevzadze** (Georgia) said, with reference to the already terminated peacekeeping operation in Abkhazia, Georgia, that a historical mistake had been made when, in planning for that mission in 1994, the option of sending in United Nations-led peacekeeping forces in accordance with the normal United Nations practice had been rejected in favour of the authorization of a multinational military force not under United Nations command and consisting of contingents made available by interested Member States, including the Russian Federation. That operation had been ostensibly conducted by the Commonwealth of Independent States for more than 15 years, although in reality it had been carried out entirely by the one neighbouring country. The operation was destined to fail because it contradicted the impartiality of United Nations peacekeeping operations.

48. One of the main tasks of the peacekeeping forces in Georgia had been to create the appropriate conditions for the secure, dignified return of hundreds of thousands of internally displaced persons and refugees, ethnically cleansed from Abkhazian territory; yet none of them had returned to their native land with any guarantees of safety and protection. The format of that peacekeeping operation had been simply inadequate to facilitate a real reconciliation process, and the peacekeeping force had not carried out its mandate impartially but had instead become an integral part of the foreign forces invading his country. That ill-designed peacekeeping operation had resulted in the annexation of a part of Georgia.

49. His delegation was convinced that Georgia's unfortunate experience could serve as a useful example of what not to do at a time when critical issues relating to the improvement of peacekeeping operations were being discussed.

50. **Mr. Jomaa** (Tunisia) said that there was a growing need for ever complex peacekeeping operations in various parts of the world. In that regard, the recently adopted initiatives to improve peacekeeping operations, particularly the unofficial New Partnership Agenda study, required more study and an exchange of views. In view of the large number of crises throughout the world and the greater need for United Nations peacekeepers, it was important for Member States, particularly the troop-contributing countries, to participate in the discussion of any initiative to improve the conduct of peacekeeping operations and the effectiveness of their mandates. The

General Assembly and its specialized organs and committees, particularly the Special Committee on Peacekeeping, were the most appropriate forum in which to discuss such issues. In that context there was a need for greater coordination between Member States, the Secretariat and the Security Council.

51. For more than 40 years, his country had taken part in peacekeeping operations and it continued to do so out of a belief in the ideals of the Organization and in order contribute to the establishment of peace, security and stability throughout the world. It was determined to continue its support for peacekeeping operations, which remained a source of hope for the people of the world suffering from the consequences of war and other crises.

52. In his delegation's view, there was a need for transparency in decision-making relating to the establishment and strengthening of peacekeeping operations or, where necessary, to the amendment of their mandates. That required continuous coordination between the parties involved, in particular the troop-contributing countries, the Secretariat and the Security Council. There was also a need for joint efforts to develop peacekeeping operations, to ensure coordination of their content and to consider their objectives along the lines of the unofficial Secretariat study which required continuous in-depth discussion between the Member States and the Secretariat. The basic principles governing peacekeeping operations, namely the consent of the parties involved, non-recourse to force except in self-defence and a commitment to neutrality, must be respected.

53. Every effort should be made to ensure the safety of United Nations peacekeepers and the success of their mission, whether at the deployment or redeployment stage and to provide them with what they needed to accomplish their mission, thereby ensuring the success of the peacekeeping operation as a whole, and there should be prior consultation on matters of logistics with troop-contributing countries in connection with their nationals who were engaged in peacekeeping operations.

54. The Security Council had held a meeting the previous day on the rationale for supporting peacekeeping operations in Africa. That was a matter of great importance for African countries and for the African Union which had done a great deal to support its own capacity to address, resolve and protect against crises by establishing a comprehensive system the successes of which continued to need the support of the United Nations. His delegation reaffirmed the need to support the partnership between the African Union and the United Nations and to strengthen the channels of consultation, communication and cooperation between them in the service of peacekeeping and world security.

55. In conclusion he expressed his delegation's appreciation to all those who were engaged in peacekeeping, especially United Nations peacekeepers, who faced great danger on a daily basis, exemplifying the noble principles of the Organization.

56. **Mr. Zhukov** (Russian Federation) said that the unofficial Secretariat study could serve in principle as a good basis for the formulation of practical recommendations to further improve the effectiveness of United Nations peacekeeping activities.

57. Improving United Nations peacekeeping was a fundamental task which involved enhancing the quality of peacekeeping operation management, more effectively utilizing the resources of regional organizations and building the capacities of the United Nations itself in all key areas of peacekeeping.

58. There was undoubtedly a need for the Security Council to formulate clear and realistic mandates for peacekeeping operations, since peacekeepers performed more than limited military functions in many peacekeeping operations. In the transition to more complex operations, it was important to take into account the interests of all the parties concerned, to respect the sovereignty and territorial integrity of States and to encourage national ownership; programmes should be implemented only with the consent of national Governments.

59. Given the increasing multifunctionality of peacekeeping mandates, United Nations peacekeepers should be assigned the primary recovery tasks. However, the capacities of the Peacebuilding Commission, regional organizations, international financial institutions and donors should also be deployed. It was also necessary to determine the feasibility of the concept of robust peacekeeping operations, which might require optimization rather than expanded mandates or increased budgets.

60. While the primary responsibility for the protection of civilians rested with the Governments of the countries involved in a conflict, all parties to armed

conflicts bore the responsibility for ensuring the safety of civilians. The international community must therefore ensure strict compliance by all parties with the norms of international humanitarian law and the relevant decisions of the Security Council.

61. It was necessary to improve the practice of holding prompt consultations between troop-contributing countries, the Security Council and the Secretariat on all aspects of peacekeeping operation activities. In that respect, he drew attention to the need to implement the relevant mechanism for cooperation prescribed in the note of the President of the Security Council dated 14 January 2002 (S/2002/56).

62. His delegation supported the revitalization of the work of the Security Council Working Group on Peacekeeping Operations, inter alia with a view to better interaction with troop-contributing countries. Greater use should be made of the military expertise of those countries within the framework of existing mechanisms for cooperation.

63. There was a need to expand the number of United Nations peacekeeping partners through enhanced dialogue with regional organizations. Experience had shown that active utilization of the capacities of regional mechanisms was effective if their activities were carried out in accordance with the purposes and principles of the Charter of the United Nations and if their relationship with the Organization, including the Security Council, was guided by the provisions of Chapter VIII of the Charter. Strict respect for the Council's primary responsibility for the maintenance of international peace and security was essential.

64. Cooperation between the United Nations and the African Union and the European Union had reaffirmed the principle of regional cooperation. Such regional organizations had strong capacities in the areas of mediation, preventive diplomacy and peacebuilding. There were also good prospects for the expansion of cooperation between the United Nations and the Collective Security Treaty Organization.

65. Particular attention should be accorded to the problem of ensuring the level of military expertise necessary for the implementation of Security Council decisions. In that context, the Russian Federation proposal to expand the composition of the United Nations Military Staff Committee to all 15 Security Council members remained fully relevant and essential.

66. His delegation was awaiting more detailed information on the Secretariat's ideas to optimize the field support system. However, it wished to emphasize the responsibilities of the Secretariat in terms of improving the comprehensive planning of operations and coordination between Headquarters and the field.

67. The Russian Federation attached great importance to the role of United Nations peacekeeping in the maintenance of international peace and security and was moving to increase its participation in peacekeeping operations. Russian peacekeepers were taking part in operations in the Middle East, several regions of Africa, Haiti and Kosovo. A Russian helicopter unit was deployed with the United Nations Mission in the Sudan, while another Russian air group was deployed with the United Nations Mission in the Central African Republic and Chad. The training of African specialists in Russian specialized training institutes has also proved to be of great utility.

68. Lastly, he fully rejected the claim just made by the delegation of Georgia that the United Nations Observer Mission in Georgia had been a historic mistake destined to failure.

69. **Mr. Vidal** (Uruguay) said that, since the end of 2008, the peacekeeping system had been tested in extremely difficult circumstances, as had the response of Member States. Indeed, all the Member States wished to turn the situation of threat into an opportunity for collective efforts to strengthen United Nations peacekeeping. Member States had met often in the previous 10 months to discuss particular aspects of peacekeeping operations, heightening awareness of those issues and identifying common priorities. During the previous 12 months, great strides had also been made regarding increased interaction and coordination among the major actors, especially the troop- and police-contributing countries, the Security Council and the Secretariat.

70. The invitation from the Security Council to troop-contributing countries for renewal of peacekeeping mandates had been taking shape; a case in point was the renewal of the mandate of the United Nations Stabilization Mission in Haiti (MINUSTAH), which meant that countries labouring to bring stability to Haiti could assist in the preparation of the new mandate and highlight key factors for sustaining that stability. There had also been the invitation from the Working Group of the Security Council on Peacekeeping Operations to joint

meetings of troop- and police-contributing countries and the Secretariat to discuss specific challenges on the ground in particular missions. Both those mechanisms should become a regular feature, enhancing as they did the picture on the ground and increasing mandate holders' commitment, as attested to by the outcome of the last meeting of the Special Committee on Peacekeeping Operations and the Secretariat's desire to promote a substantive debate on the main challenges to the system.

71. The unofficial study encouraged discussion of its content by Member States and, in that connection, had been submitted sufficiently in advance of the next meeting of the Special Committee. It encompassed a wide range of issues, most of them already on the agenda, including a set of initiatives for strengthening interaction, taking advantage of peacekeeping capacities in the early stages of post-conflict reconstruction, and recognized the value of political dialogue for preventing or resolving conflicts.

72. On the sensitive issue of civilian protection, which was directly linked to the credibility of the system, the burning question was whether guidelines were desirable. The issue needed to be discussed and for that, knowledge of the situation on the ground was vital. In that connection, the independent study by the Department of Peacekeeping Operations and the Office for the Coordination of Humanitarian Affairs, shortly to be published, would be a valuable contribution.

73. Regarding the conditions under which Member States put their human and material resources at the disposal of the United Nations, in addition to the need for them to be appropriately reimbursed in a timely manner, his delegation was deeply concerned at the lack of review or updating of those conditions, without which troop-contributing countries, especially developing countries, could no longer contribute resources, while potential troop-contributing countries would be discouraged from so doing. Despite the global financial crisis, the United Nations peacekeeping system had a very high cost-benefit ratio, in terms of both human lives and the high social and economic cost of conflicts. It was important to continue to build both confidence and bridges, which could only be achieved through open and frank dialogue.

74. In conclusion, he paid tribute to the memory of all fallen peacekeepers, including the Jordanians and Uruguayans who had recently lost their lives in Haiti, and thanked all delegations for their expressions of sympathy.

75. **Mr. Muita** (Kenya) said that peacekeeping, one of the primary instruments available to the United Nations for achieving its aspiration of saving succeeding generations from the scourge of war, remained the main focus of the Organization and was the activity par excellence by which the Organization was judged. Its success or failure was literally a matter of life and death for those it aimed to protect and its traditional role of monitoring ceasefires had undergone a massive shift to the current complex, multidimensional missions that called for shared responsibility by all Member States.

76. Kenya had consistently supported United Nations peacekeeping by deploying its men and women to missions across the globe and they were involved in five peacekeeping missions in Africa, where it contributed soldiers, police and prison officers in inherently difficult and dangerous environments in support of world peace. He reaffirmed his delegation's commitment to continued support of the United Nations in that noble cause.

77. Persuaded that partnerships were essential for the success of global peacekeeping operations, his delegation supported the enhancement of African peacekeeping capacities. The African Union had intervened in the past to stabilize conflict situations in Darfur, Burundi, Sierra Leone and Liberia, following which the United Nations had taken over. The African Union had thus demonstrated the political will to address the challenges facing the continent. He therefore called for support for the African Peace and Security Architecture (APSA) and for the Eastern Africa Standby Brigade (EASBRIG), the International Peace Support Training Centre and the International Mine Action Training Centre all based in Kenya, in order to augment regional efforts to mitigate conflict-triggering incidents.

78. He also called for the proper representation of troop-contributing countries in the Department of Peacekeeping Operations and the Department of Field Support, in accordance with General Assembly resolution 61/279 and urged that proper consideration should be given to Kenya when filling such positions, especially at senior management level, as provided for in the relevant provisions of the resolution. He also encouraged the effective implementation of the mechanisms prescribed in Security Council resolutions 1327 (2000) and 1353 (2001), which would enable troop-contributing countries to be factored into the Organization's plans before the mandating or renewal

of a mission, as well as enhancing the ownership of troop-contributing countries of any shortcomings in the mission.

79. He condemned the continued killing of United Nations peacekeeping personnel and was convinced that the best remedy was to ensure that deployment was based on realistic assessments of the situation. He also encouraged the Department to develop a comprehensive strategy for increasing the participation of women at all levels of peacekeeping missions, pursuant to Security Council resolution 1325 (2000).

80. He paid special tribute to those who had given their lives in the service of peace and urged that efforts should be made to expedite the compensation process and that death caused by pre-existing conditions should be dealt with humanely and that the welfare of the deceased's dependants should be taken into account.

81. **Mr. Sial** (Pakistan) said that his country believed in the value of multilateralism, and that the United Nations had an irreplaceable role in effectively addressing the global challenges of peace and security, peacekeeping being a key instrument in that endeavour. Pakistan's participation in United Nations peacekeeping operations over the years was the most tangible demonstration of its commitment to the success of the United Nations, and an affirmation of its abiding faith in the purposes and principles of the Charter of the United Nations. Pakistan was currently the largest troop-contributing country, with some 11,000 personnel or 10 per cent of all blue helmets.

82. Peacekeeping had been deemed the United Nations flagship activity and its recent successes had boosted the international community's confidence in the Organization, leading to a surge in demand, the new realities of which presented multiple challenges for planning, deployment and management. Reform, rationalization and strengthening of United Nations peacekeeping capacity were, therefore, a common objective. The unofficial New Horizon study had been the latest initiative, in which his country was willing to engage. There was, however, a need to enhance synergy and distil complementarities in all previous initiatives so as to ensure continuity of the reform process.

83. In order to sustain long-term success United Nations peacekeeping required consistent efforts, enhanced resources and, more importantly, greater political will. Respect for the basic tenet of the Charter of the United Nations could not be diluted in the interest of political expediency. The distinction between United Nations and other peacekeeping missions was essential for upholding the legitimacy and neutrality of those of the Organization. A high degree of coherence between the decision makers in the Security Council and the troop-contributing countries, the implementers on the ground, was essential. That meant proper representation of troop-contributing countries in the relevant departments, both at Headquarters and in the field. Peacekeeping missions must also be endowed with resources commensurate with their difficult mandates, and operations must go hand in hand with work towards conflict resolution and addressing the underlying causes of conflict, and a genuine interface of peacekeeping and post-conflict peacebuilding, which called for appropriate exit strategies and foundations for sustainability.

84. Pakistan, having lost 15 United Nations peacekeepers in less than 2 years, was seriously concerned at the precarious security environment in some missions. It also called upon troop-contributing countries and the Special Committee on Peacekeeping Operations to hold informal consultations on the issue of reimbursements relating to death and disability of peacekeepers, with a view to concrete recommendations to the Fifth Committee and the Advisory Committee on Administrative and Budgetary Questions. In conclusion, paying homage to the brave men and women who had died in that noble cause, and condoling with their families, he reaffirmed Pakistan's strong commitment to United Nations peacekeeping activity.

Statements in exercise of the right of reply

85. **Mr. Tevzadze** (Georgia), speaking in exercise of the right of reply, said that the report of the independent European Union fact-finding mission on the conflict in Georgia had established beyond doubt that the Russian Federation had invaded Georgia before that country had taken military action and that Georgian civilians and peacekeepers had been under attack on Georgian soil before 7 August 2008. It had also amply demonstrated Russia's military build-up in the months prior to August 2008; its political and military provocation, violating Georgian sovereignty and international law; and ethnic cleansing of Georgian citizens by Russian-backed forces. Most analysts clearly considered the Russian military operations in 2008 to have been well planned and well executed, while the operational planning had been validated in

practice during the Kavkaz-2008 and previous exercises since 2005. Also well documented in the report was the fact that regular armed Russian forces and mercenaries had illegally crossed into Georgia before 8 August 2008, as was Russia's provision of military and security assistance to South Ossetian and Abkhazian irregular proxy forces prior to 7 August 2008, not to mention a series of intensifying political, economic, legal and other provocations.

86. **Mr. Zhukov** (Russian Federation), speaking in exercise of the right of reply, said that the representative of Georgia had adopted a selective approach to the findings of the mission, which had unambiguously showed who bore full responsibility for that tragedy, indicating ways of preventing the recurrence of those criminal acts. The mission's conclusions showed that the events in the Caucasus in August 2008 had triggered the military operations, ordered by the Georgian authorities, and had resulted in the deaths of Russian peacekeepers and peaceful civilians of South Ossetia, a completely illegitimate act. One of the mission's noteworthy conclusions was that Russia's actions might be warranted under Article 51 of the Charter of the United Nations on the right of Members to undertake individual or collective self-defence. The Fourth Committee was hardly the forum for discussing those events, since everyone would prefer to draw their own conclusions.

87. **Mr. Tevzadze** (Georgia), speaking again in exercise of the right of reply, agreed that anyone wishing to discover what had really occurred had only to read the report.

The meeting rose at 12.30 p.m.